#1 file

SECRET

26 September 1996

MEMORANDUM FOR: Executive Director
Assassination Records Review Board

FROM: John F. Pereira
Central Intelligence Agency

SUBJECT: Reconsideration of Release of "Warrenton" in the Lopez Report

David,

1. The attached memorandum is provided in support of our request that the JFK board reconsider its decision to release the reference to Warrenton Records Center in the Lopez Report (p. 44).

2. We request that this memorandum and attachment be returned to CIA once the Board has completed its deliberations on this issue.

Attachment

John Pereira

SECRET

OFSS-96-3975
25 September 1996

MEMORANDUM FOR: Information Review Officer, Directorate of Administration

VIA: Deputy Director for Administration
Director of Facilities and Security Services
Chief, Facilities Management Group, OFSS

FROM: Chief, Warrenton Training Center, FMG/OFSS

SUBJECT: (S) Warrenton Training Center Cover Considerations

1. (S) This memorandum is written pursuant to yesterday's discussion with regard to the release of JFK-related documents that refer to "Warrenton" and/or derivatives of a Records Center. It documents executive-level "evidence" as to why "Warrenton" cover needs to be protected. In brief, significant damage to mission, people, and the very existence of the Warrenton Training Center (WTC) would occur as a result of the second- and third-order effects of any confirmed affiliation with the Agency.

2. (S) As background, the Central Intelligence Agency has gone to great lengths to protect sensitive missions and prevent identification of covert personnel as Agency employees. The latter is especially profound as the very lives of these employees are often placed in jeopardy at hostile overseas posts. The anonymity provided by cover is essential to their protection. Furthermore, the Warrenton Training Center (WTC) provides the sanctuary whereby Department of State and Diplomatic Telecommunications Service Project Office (DTSPO) personnel can train alongside Agency employees without fear of being "tagged" as working for the Agency.

3. (S) The cover mechanism itself is very fragile. Per mandate of the cover providers, the National Communications System (NCS), and the Department of the Army, the affiliation of WTC and the Agency, is classified SECRET vice CONFIDENTIAL. WTC

CL BY: 2004977
CL REASON: 1.5(c)
DECL ON: X1
DRV FROM: LOC 5-82

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cover operates solely on the ability to sustain plausible denial. In spite of previous rumors of an Agency affiliation, categorical denial of such has worked to the point that the media currently refers to WTC as a "Top Secret military installation." In addition, the public-at-large truly believes that WTC is a military installation. Given a generally inquisitive media (one radio station, two newspapers -- all with connections to affiliates in the Washington Metropolitan Area) and recent publicity over a WTC ground water contamination issue, the release of references to "Warrenton" in the JFK-related documents would precipitate an unwelcome focus on WTC. This would lead to the real possibility that cover would be compromised.

4. (S) With the closure of Vint Hill, WTC is the sole remaining federal facility in the Warrenton area. As a result, the affiliation of Agency records or "Records Center," under any ruse, will provide a direct link to the Warrenton Training Center. This will pose severe problems for installation activities. While the Agency Archives and Records Center is located at Station "A," the media frequently refers to WTC in its entirety. Activities at the other three WTC Stations that would be compromised are as follows:

a. Station B serves as the principal training site for the Office of Communications, DTSPO, and the Department of State. However, it also is the site of sensitive activities engaged in by personnel from the Directorate of Operations, the Office of Engineering and Development, the Directorate of Intelligence, and the Office of Technical Collections. It is also a training site for covert employees from all Directorates, to include foreign language immersion for officers assigned overseas. In addition, secret Community-wide conferences are held at this low-profile location. Within the past year, conferences have ranged from the Agency's NOC Conference to the Senate Select Committee on Intelligence to the strategic planning meeting by Community Executives, Ambassadors, and members of the White House Cabinet in preparation for the Bosnian Peace Talks.

b. Station C serves as the Agency's primary transmission site for world-wide communications.

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c. Station D serves as the Agency's primary receiving site for world-wide communications. It also handles a significant quantity of message traffic for the White House and member organizations of the Intelligence Community on a 24-hour basis. This message traffic is vital to national security preparedness.

WTC's cover allows it to maintain a very low profile. It is that low profile which protects the personnel and missions as described above. Removal of that protective cover, by act or deed, would provide easy targets of opportunity for counter-intelligence activities, terrorist activities, demonstrations, and emotionally unstable individuals.

5. (S) In summary, any affiliation of WTC and the Agency, no matter how insignificant the individual occurrence or document release may seem, has the very real potential to jeopardize lives, disrupt the Agency mission, disrupt world-wide classified message traffic, and, thereby, do irreparable harm to the national security of the United States.

**CL BY:** 705641
**CL REASON:** Section 1.5 C
**DECL ON:** X1
**DRV FRM:** COV 1-82

**TO:** John F. Pereira
Brian S. Latell
**FROM:** Rebecca V. Strode
**OFFICE:** DCI
**DATE:** 10/20/97 02:21:49 PM
**SUBJECT:** Re: Release Issue/JFK Board

Thanks. I passed along to D/EXDIR and EXDIR. The D/EXDIR may want Brian Latell to provide some more background on this issue at the meeting tomorrow.
Original Text of John F. Pereira
*Original Text of John F. Pereira*

*Following is in response to questions raised by the EXDIR:*

*1. Members of JFK Board:*

*Chairman: Judge John Tunheim (Federal District Court, Minnesota)*

*Four other members: Henry Graff; History Professor Emeritus, Columbia U.*
*Kermit Hall; Dean of Humanities, Ohio State*
*William Joyce; Assoc. Librarian, Princeton U.*
*Anna Nelson; History Professor, American U.*

*2. Intermediate steps before appeal to President:*

*a) We are discussing our concerns with JFK Board Staff, and will ask the Board to reconsider its decision.*

*b) We'll propose that a senior Agency officer brief the Board on the sensitivity of Warrenton.*

*3. Who would make the appeal to the President ?*

*Thus far, the process calls for the Agency's General Counsel to forward the appeal to the White House Counsel, with the approval of the EXDIR and/or DCI.*

*4. Has there been an appeal to the President before ?*

*CIA has submitted one appeal, in early 1996. The issues concerned identification of certain European stations and liaison relationships. The White House directed the Board and the Agency to "work it out", which was done. After the ADDO briefed the*

*Board, a compromise was reached.*

*The FBI has submitted three appeals, none of which was successful.*

5. *Does ISCAP have a role ?*

*Thus far, ISCAP has had no role with regard to JFK, as far as we are aware.*

**CC:** Regina A. Genton, Brian S. Latell, Edmund Cohen @ DA, James R. Oliver @ DA, Linda C. Cipriani, J. Barry Harrelson
**Sent on 20 October 1997 at 02:21:49 PM**

OIM-97-0010
14 November 1997

MEMORANDUM FOR: (U) Executive Director
Assassination Records Review Board

FROM: (U) Deputy Director for Administration
Central Intelligence Agency

SUBJECT: (S) Required Protection of Warrenton Training Center (WTC) as CIA Facility

1. (S) This memorandum is submitted pursuant to the decision by the Assassination Records Review Board (hereafter "ARRB" or "Board") to release the term *"Warrenton Records Center"* in the context of a CIA facility and the Board's subsequent decision on 17 November 1997 to reconsider this issue. It provides additional information as to why Warrenton Training Center ("WTC") as a CIA facility must be protected from public disclosure and hence the cover of this clandestine facility maintained.[1]

2. (U) As a preliminary matter, I would respectfully ask the Board and staff to note the classified nature of this document, to limit access to those individuals properly cleared,

[1] (S) The documents at issue contain the term "Warrenton Records Center" however the actual name of the CIA facility at Warrenton is the "Warrenton Training Center." In point of fact, even CIA personnel tend to use the terms interchangeably.

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DRV FM: LOC 5-82

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and to return this memorandum for retention to Agency representatives at the conclusion of your deliberations.

3. (S) As we advised previously, identifiable and serious damage to the mission, the people and the very existence of WTC could reasonably be expected to occur as a result of any confirmed affiliation with the Agency. Before examining with particularity the damage that would flow from disclosure, I believe that it would be helpful to understand in some detail the activities which currently constitute the WTC mission and what new, costly and critical activities are being developed for WTC.

4. (S) WTC is much more than a records archive for the CIA operating under the relatively fragile cover of the National Communications System (NCS) of the Department of the Army.[2] While it does serve this function, and thus houses at the site known as Station A some of the Agency's most important and sensitive Top Secret Codeword material,[3] it is currently the very heart of the CIA's worldwide communications effort, a critical

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[2] (S) Pursuant to classification guidelines promulgated by the Director of Central Intelligence, this fact is currently and properly classified at the SECRET level.

[3] (S) Because of the sensitivity of CIA records, the Archivist of the United States has authorized the CIA to maintain this archive for both permanent and temporary records pending ultimate transfer to the National Archives no sooner than 50 years after their origination. This records center currently houses nearly 130,000 cubic feet of records classified up to and including Top Secret codeword and composed of various media ranging from paper to original imagery from our national aerial and satellite surveillance platforms. In addition, the center also houses the CIA's vital records which would provide the only basis for continuity of operations should disaster befall CIA headquarters. In addition and because of the security offered, the Center serves a similar role for the National Security Council and the Office of the Management and Budget.

element in our foreign signals intelligence effort, and a principal location for training and conferencing of officers engaged in highly clandestine technical intelligence collection activities. The facilities at WTC in support of these efforts include:

- Station B serves as the principal communications training site not only for CIA (and thus for CIA communicators who are sent worldwide under official or non-official cover) but also houses the Diplomatic Telecommunications Service (DTS) Program Office which is responsible for various CIA/Department of State communications efforts and the actual Department of State Communications School. This site also supports extensive and very sensitive (a) technical procurement, testing and training, (b) human operational activities, and (c) conferencing; examples in this regard include:
    - covert employees of the Office of Technical Collection[4] which procures, distributes, tests and repairs equipment for our signals intelligence program as well as other technical collection platforms such as the Unmanned Aerial Vehicle which has played and continues to play a critical role in the Bosnian theater;

[4] (S) The Office of Technical Collection is a component within the Directorate of Science and Technology which is responsible for the development, deployment and management of the CIA's Signals Intelligence (SIGINT) and Measurement and Signature Intelligence (MASINT) programs as well as other technical intelligence collection programs. By way of example, our SIGINT program includes unilateral activities directed against foreign communications networks, liaison activities with cooperating foreign governments, and support activities for the DO's human intelligence mission.

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- covert employees of the Office of External Development[5] and the various area divisions of the Directorate of Operations (hereafter "DO") which are responsible for clandestine human intelligence operations overseas;[6]

- senior officials of the Administration, Ambassadors, and senior executive branch offices in preparation for diplomatic initiatives, such as the Bosnian Peace Talks; and

- members and staff from the Senate Select Committee on Intelligence.

- Station C serves as the CIA's primary transmit site for high frequency (HF) covert communications (covcom) and thus maintains communications with our most sensitive and secret officers and assets operating overseas largely with non-official cover; and

- Station D serves as the Agency's primary receive site for world-wide classified and encrypted communications with

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[5] (S) The Office of External Development (OED) is one of the most sensitive components within the Directorate of Operations and is responsible for the recruitment and placement of "non-official cover" (NOC) officers overseas who are responsible for the recruitment and management of foreign nationals who provide clandestine services for CIA.

[6] (S) The various DO area divisions utilize WTC for immersion language training, covert communications training, and other seminars and studies where such training could not be accomplished through the Department of State or identified CIA facilities because of their pending overseas assignments. Hence, if WTC was associated with CIA, then the presence of a student at WTC would serve to identify that officer as a soon-to-be-assigned espionage officer for American intelligence -- an identification inconsistent with their pending diplomatic or commercial cover and the success of their mission.

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our covert foreign stations and bases, and, also processes a significant volume of highly sensitive message traffic for the White House and the Secretary of State.

5. (S) As detailed on the attached annotated photographs, WTC and its four constituent stations are a critical support element for the clandestine intelligence collection mission of the CIA and the United States. Whether sending a message to a covert foreign national asset in Havana, or receiving a message from the CIA Chief of Station in Moscow, or supporting military and diplomatic representatives in Bosnia, WTC is a key element in that effort. Moreover, it is extremely vulnerable to physical attack because of the proximity of uncontrolled public roads and spaces. Accordingly, and as considered in more detail in paragraph 6 below, any affiliation of WTC with the CIA, no matter how insignificant the individual occurrence or document release may seem, has the very real potential to jeopardize lives, negatively affect the Agency mission, and thereby do irreparable harm to the national security of the United States.

6. (S) But in addition to this established mission and extant risks, there are new activities at WTC in direct support of the nation's leadership which must be considered -- specifically, the establishment of the Director of Central Intelligence (DCI) Emergency Relocation Site (ERS), and an alternative ERS site for the Secretary of State. WTC has been chosen to be the primary DCI ERS given its location, communications, information services, and life support capabilities. Needless to say, the fact that WTC is not an officially recognized CIA facility adds a dimension of secrecy which will be needed to enable the DCI to continue his work during any emergency situation. Additionally, active consideration is being given to also designating WTC as the

Agency's primary Emergency Communications Center. Given the amount of time, money and resources which will be expended to insure that the facility is maintained in such a way that it will be prepared for any emergency situation, it would certainly be in the best interests of the US Government not to permit any official affiliation, no matter how minor, of WTC and the CIA.

7. (S) The preceding descriptions of ongoing and planned activities at WTC presents, I believe, an intuitive sense of the damage to national security which would follow from a linking of WTC with CIA. In sum, the conduct of covert communications and support activities as well as the presence of officers who will soon be serving overseas under cover in highly sensitive positions can not take place at a facility linked to CIA. But there are some very specific damage issues that I wish to highlight and they include:

- **(S) <u>Serious and Immediate Impairment to Physical and Personnel Security</u>:** Our Department of the Army cover allows us to maintain a relatively low profile in the Warrenton community and a very low profile outside of the immediate area. If WTC became recognized as a CIA facility, the increased visibility and scrutiny would place employees, facilities, and daily operations at greater risk. In sum, WTC would become an easy "target of opportunity" for the media, foreign counter-intelligence agents, terrorist and militia activities, demonstrators, and emotionally unstable individuals. Facts, examples, and specific concerns include:

    - WTC, like most domestic CIA sites, is a very lightly guarded facility in terms of personnel guards and physical fencing. It survives and

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maintains security through a low profile.[7] In the past in the United States, identification of CIA facilities have led to a number of surreptitious entries, bombings, and physical disruptions. Simply stated, CIA is a target for both hostile individuals and organizations;[8]

- On the individual level and in the past three years, WTC has experienced an increase in security incidents including a physical breach of Station D compound security, two suspect package incidents, and additional unsolicited contacts and "gate turn-around" incidents;[9]

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[7] (S) As detailed on the attached annotated photographs, the array of communications equipment and its proximity to public spaces and roads is clear. For example, Station C has two gates: the first is only 50 feet from a public road and the second is approximately 600 feet. There are no electronic intrusion alarms on the fence line and, most often, only one security officer is present at a gate. All facility signs simply state: "Warrenton Training Center / NCS / U.S. Army / Admission By Permit Only"

[8] (S) The current Kasi prosecution provides ample evidence of the risks posed by the public identification of CIA domestic facilities. Any individual intent upon seeking retribution for perceived wrongs quite naturally seeks a target providing the largest possible public notice and while CIA headquarters is an excellent target, a covert facility is even a better target, and a covert facility supporting the foreign espionage activities of the CIA is the best possible target for a political and public statement.

[9] (S) The breach of compound security was by an out-of-state vehicle which followed an employee through a remote gate and the driver had no credible explanation for their actions; the incident is considered suspicious and unexplained. The suspect package incidents include a box which was placed (not dropped) next to our facility which we believe was intended to test and thus observe our response to suspicious packages. Gate turn-arounds number 8-10 per month and include only those vehicles which ignore clear signs that they are entering a classified government facility but proceed in any event to our gate; it is instructive to note that, very few of these individuals state

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- Moreover, in the past several years, the federal government has had a heightened awareness of the violent domestic organization threat posed by the self-styled "militias" which have a stated intent to destroy government communications capabilities and facilities. We know, from information provided by federal law enforcement authorities, that the target list of such organizations includes federal communications centers and WTC Stations C and D exactly fit this target profile;

- By way of examples in this regard, in June of this year, the Sheriff of Fauquier County reported to WTC information regarding, first, a local militia group, and, second, "unusual" comments from individuals living near Station C that we were communicating with UFO's;

- Any higher profile would realistically and seriously threaten the physical and personnel security of WTC. And, as evidenced by the attached map of WTC, such threats do not need to penetrate the fence line: ***Agency officials are of the opinion that a bomb commensurate with the one which exploded at the Oklahoma City federal building could do substantial damage to the Agency's communications equipment and could kill numerous federal employees at WTC from outside the fence line in circumstances we do not control and could not prevent.***

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or imply that they know that WTC is a CIA facility and, hence, it would appear that our cover, in fact, is quite good.

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- (S) **Likely Future Compromise of Covert Employees in Overseas Assignments**: As discussed above, numerous CIA employees involved in communications, technical intelligence collection, and human intelligence collection train and operate at WTC for the exact reason that it provides a secure environment disassociated from the CIA. We know from ample evidence that foreign intelligence services have as a primary goal the identification of US citizens who appear to be ordinary public servants or private business people but are, in actuality, clandestine intelligence officers.[10] Simply stated, the identification of this facility with CIA will label any and every individual associated as a likely intelligence officer and thus substantially negate their operational ability if not place their lives in jeopardy.

- (S) **Loss of Emergency Relocation Site for DCI**: Emergency relocation sites (ERSs) -- whether they be for the President or Cabinet officials -- have value only as long as their identity is secret. The public disclosure of the fact that WTC would serve as such an ERS site -- which could come from a general compromise of WTC as a CIA facility plus subsequent visual surveillance -- would negate Agency planning in this regard, vitiate expenditures, and leave the Agency with few realistic options for survivability. We must assume that any

[10] (S) We know from captured STASI (the former intelligence service of East Germany) and clandestinely-acquired KGB files that substantial resources have been directed at such identifications. Typically, a suspect American will be surveilled for some time in order to identify his or her target and cooperating foreign nationals. To identify a communicator is one of the highest priorities since it provides a possible entrée to cryptographic compromise as well as an opportunity to "roll-up" or identify the numerous human intelligence collection officers who rely on that particular communicator to transmit information back to the United States.

entity which had the willingness and capability to attack the CIA would be inclined to inflict the maximum damage. Identification of WTC even as a generic CIA facility poses an unacceptable risk to this key aspect to CIA continuity of operations.

- **(S) <u>Potential Compromise of Classified Communications or Technical Collection Platforms</u>:** In addition to the foregoing physical threat to our communications facilities (*e.g.*, the potential to destroy towers, satellite dishes and transmitting facilities by terrorist act), the disclosure of WTC as the transmit and receive site for CIA classified communications to foreign embassy sites as well as foreign assets in the field presents a significant opportunity for any number of foreign nations to enhance their signals and communications intelligence efforts at our expense. While the scope and classification level of this memorandum does not permit a detailed discussion, I am convinced that this disclosure would make WTC a target of hostile foreign intelligence services.

- **(S) <u>Loss of Covert, Quick Reaction Procurement Capability</u>:** In support of OTC and other tenant elements, WTC uses its Army cover to procure items on a non-attributable basis to CIA.[11] These items are acquired in near real time with minimal delay and direct delivery.

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[11] (S) The official term for such procurements is "SC-1" or "Sterility Code 1" which means that the tangible items purchased cannot be traced to CIA but only to a non-sensitive government agency. For example, if an officer is assigned undercover to a foreign capital and is undeclared to that country, then it would be most imprudent to carry a personal computer and a cellular telephone which could easily be traced to CIA. At a minimum, that officer would be subject to foreign counter-intelligence surveillance and all of his or her contacts compromised (*i.e.*, identified and neutralized).

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If the WTC cover is eroded due to affiliation with the Agency, past procurements could be retroactively compromised while subsequent procurement activity would necessitate involving headquarters elements, indirect delivery and forwarding to WTC. The loss of response time would negatively impact on the operational capabilities of WTC tenant organizations.

- **(S) <u>Loss of Secure Training and Conference Capability</u>:** Station B is often used as a conference facility not only by Agency groups, but also by other US Government organizations. For example, Secretary of State Warren Christopher's pre-planning session for the Bosnian Peace Accord Talks was held at WTC based on the need for a discreet location in which Department of State (DoS) officials, to include two ambassadors, and the military could secretly discuss strategic planning without undue attention (media coverage). If CIA affiliation is acknowledged in any way, WTC's value to the entire US Government is greatly diminished. Additionally, its value to the Agency is also diminished in that personnel from OED and other operational elements who use this facility would be running a greater risk of exposure and cover compromise if they visited WTC. Since access roads can be monitored and registration lists and/or luggage tags can be obtained at hotels used to accommodate some of these visitors, their association with the CIA would be much harder to protect.

- **(S) <u>Heightened Scrutiny of Classified Mission</u>:** For more than 40 years, WTC has operated as an Army facility. We have been a good "neighbor" and have developed close working relationships throughout the town. To confirm what many have suspected but could never prove (or what a few "knew" but willingly protected) will have a negative

impact on our credibility and will create an "open season" for the local media and others as they quite naturally attempt to learn any and all aspects of our mission -- ***those clandestine officers who could come and go previously with little notice will now be a highly visible target.***[12]

- **(S) Endangerment of Department of State Officers and Loss of WTC as Training Site for DoS:** As the Department of State is an integral part of WTC, their concerns must also be taken into consideration. They have advised of their significant concerns that a loss of WTC cover will lead to the mis-identification of DoS communicators overseas as CIA officers. They have stated that it is the fact of the current WTC cover which permits them to train DoS communicators alongside Agency communicators at a very efficient cost. The only solution to the loss of cover would be to move the DoS communications school to another location, a very costly endeavor in both time and money.

8. (S) In summary, it is my considered judgment that the release of the term "Warrenton Records Center", which will create an affiliation of WTC and the CIA, would cause major disruptions to CIA operations, possible physical harm to CIA facilities and personnel, and hence identifiable and serious damage to the national security of the United States. Accordingly, I respectfully request that the Board defer release of such information. In doing so, I am mindful of the Board's mission

[12] (S) It is not unreasonable to believe that the loss of cover for WTC would require a five fold increase in physical security personnel at WTC and even then security could not be ensured given the proximity of the facility to public spaces and roads.

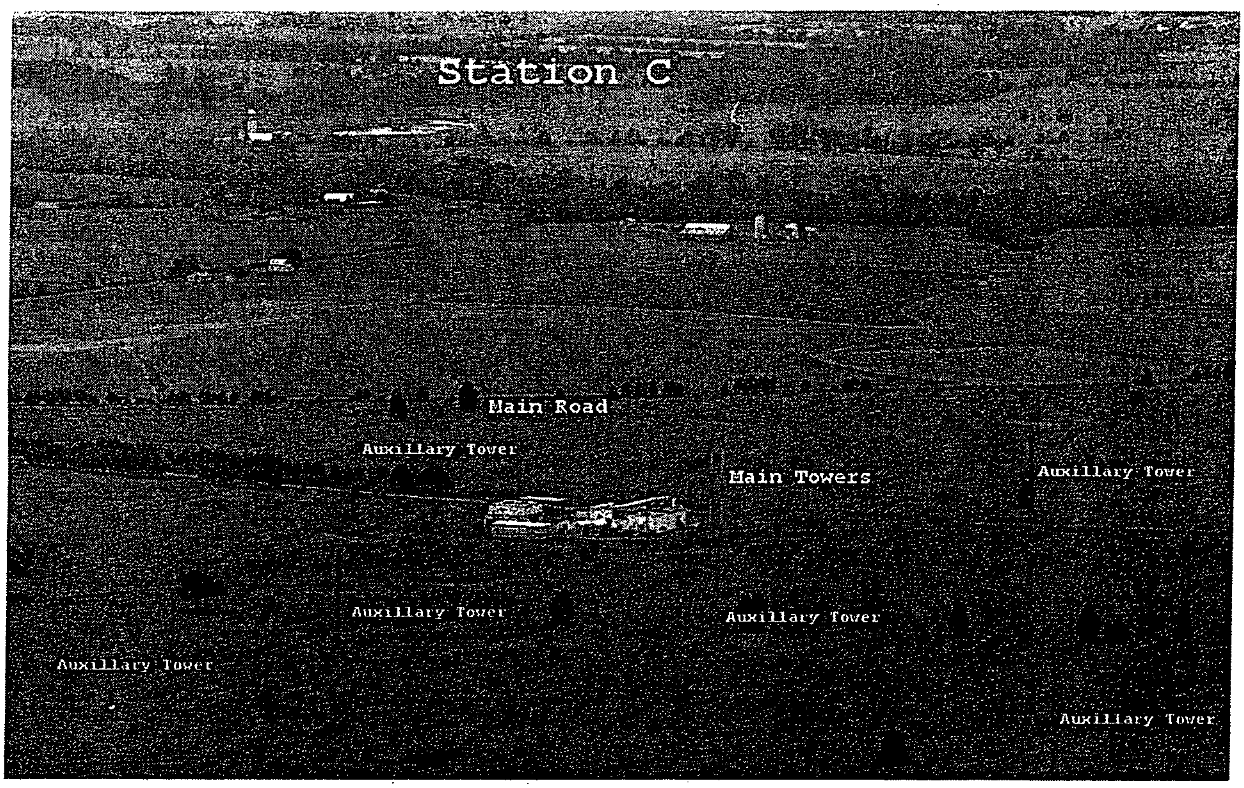
and the necessity for the American public to have the fullest possible disclosure regarding the assassination of President Kennedy, however, I believe that this reference is not relevant to the public's understanding and that disclosure would cause harms significantly disproportionate to any public benefit.

9. (U) If the Board should have any questions with regard to this matter, I have asked Lee Strickland, who serves as Chief of the Agency's Information Review Group, to be available to the Board in order to provide such additional classified or unclassified information as might be required.

Richard D. Calder

**(S) Attachment**
**Annotated View of WTC Station C**

SUBJECT: (S) Required Protection of Warrenton Training Center as CIA Facility

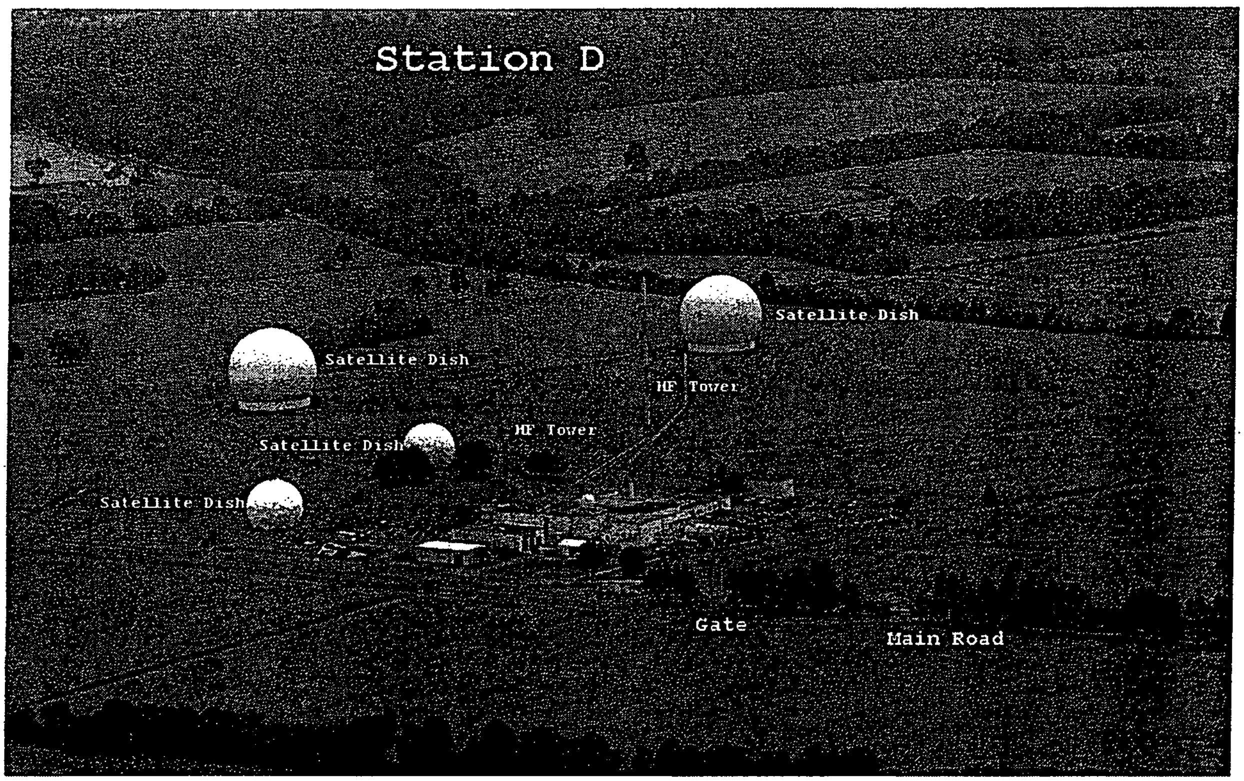


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SUBJECT: (S) Required Protection of Warrenton Training Center as CIA Facility

**(S) Attachment**
**Annotated View of WTC Station D**






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SUBJECT: (S) Required Protection of Warrenton Training Center as CIA Facility

OFSS/FMG/WTC/SNAlcivar:kak/49570 (07 Nov 97)
modified OIM/IRG/LSStrickland/31289 (13 Nov 97)

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